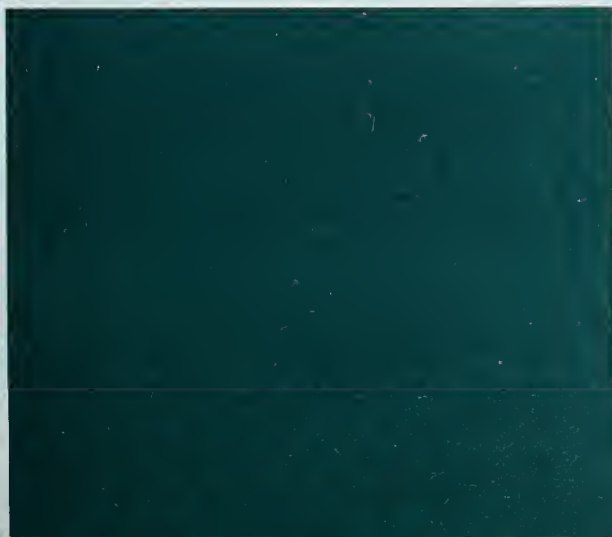


LAND DEVELOPMENT PLAN

MEBANE, NORTH CAROLINA



TITLE: Land Development Plan, Mebane, North Carolina

AUTHOR: State of North Carolina, Department of
Conservation and Development, Division of
Community Planning, Piedmont Area Office,
Salisbury, North Carolina 28144

SUBJECT: Land Use Standards
Future Land Use Projections
Land Development Plan
Sketch Thoroughfare Plan
Techniques of Implementation

DATE: March, 1968

LOCAL PLANNING AGENCY: The Town of Mebane, North Carolina,
Planning and Zoning Board

SOURCE OF COPIES: State of North Carolina, Department of
Conservation and Development, Division of
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Town of Mebane, North Carolina, Planning
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HUD PROJECT NUMBER: NCP-42

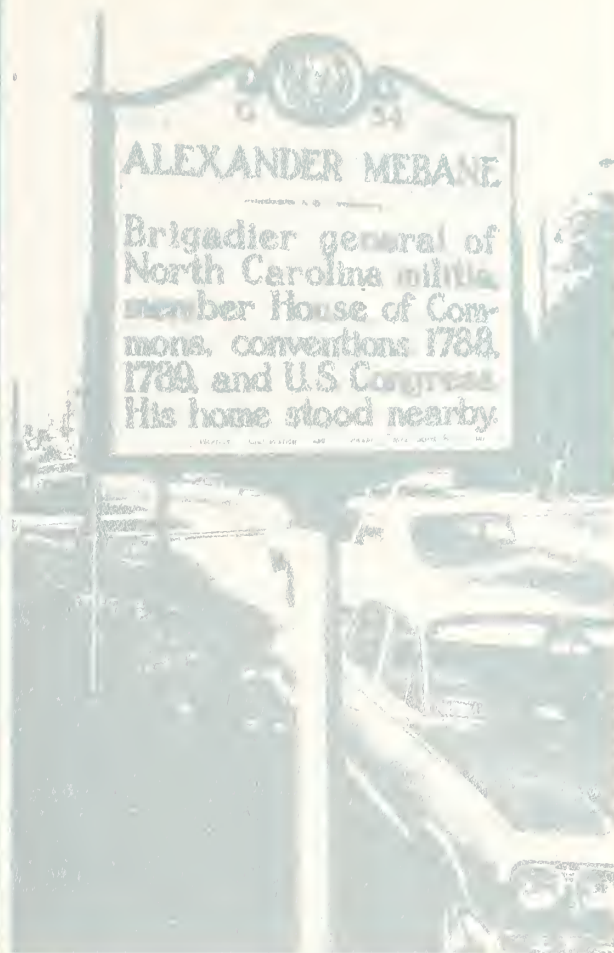
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ABSTRACT: Described in this report is an analysis of
the expected land use requirements of all
major land uses in the Mebane Planning Area
for a planning period of approximately
twenty years.

It indicates the most desirable future
arrangement of areas of homes, commerce,
industries, and public uses. The plan is
based upon an analysis of existing land
uses, an evaluation of the development
potential of all vacant land in the planning
area, a determination of the best future use
of all portions of the planning area, a
quantitative and qualitative analysis of
future land use needs of all major uses, and
considerations of transportation and traffic
circulation.

The author of this report finds that the
town has some exceptionally encouraging land
development trends, e.g., compact central
business district, newly acquired industrial
park, minimum of incompatible land uses, and
suitable vacant lands for future urban develop-
ment. These assets, however, will have to be
protected through zoning.



LAND DEVELOPMENT PLAN

MEBANE, NORTH CAROLINA



The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provision of Section 701 of the Housing Act of 1954, as amended.

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March, 1968

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INTRODUCTION

INTRODUCTION

A Land Development Plan for a community comprises a system of goals and guidelines (graphically portrayed) by which the community's future growth and development may be rationally directed. An adequate Plan must recognize the democratic ideals of individual dignity and the protection of those ideals through the promotion of the public welfare. The Plan must be beneficial to the general public, yet it cannot pretend to please everyone in equal measure.

An environment of optimum desirability can only occur through planning. Planning involves an inventory of the existing situation, placing all pertinent information in logical order, arriving at decisions, overcoming obstacles, and then taking the appropriate action.

The Land Development Plan for Mebane will specifically identify the most appropriate areas for future industrial, commercial, and residential development. It will show the most desirable sites for future schools, recreation areas, and other community facilities. The Plan also proposes a system of roads designed to relieve present traffic congestion and serve the proposed development growth pattern.

Since the life of a town is by nature complex, planning its future requires a maximum of care in study and organization. General objectives are reasonably clear: the town is to be a better place in which to live. How to achieve this is less clear. The method of study employed in the preparation of this report has been:

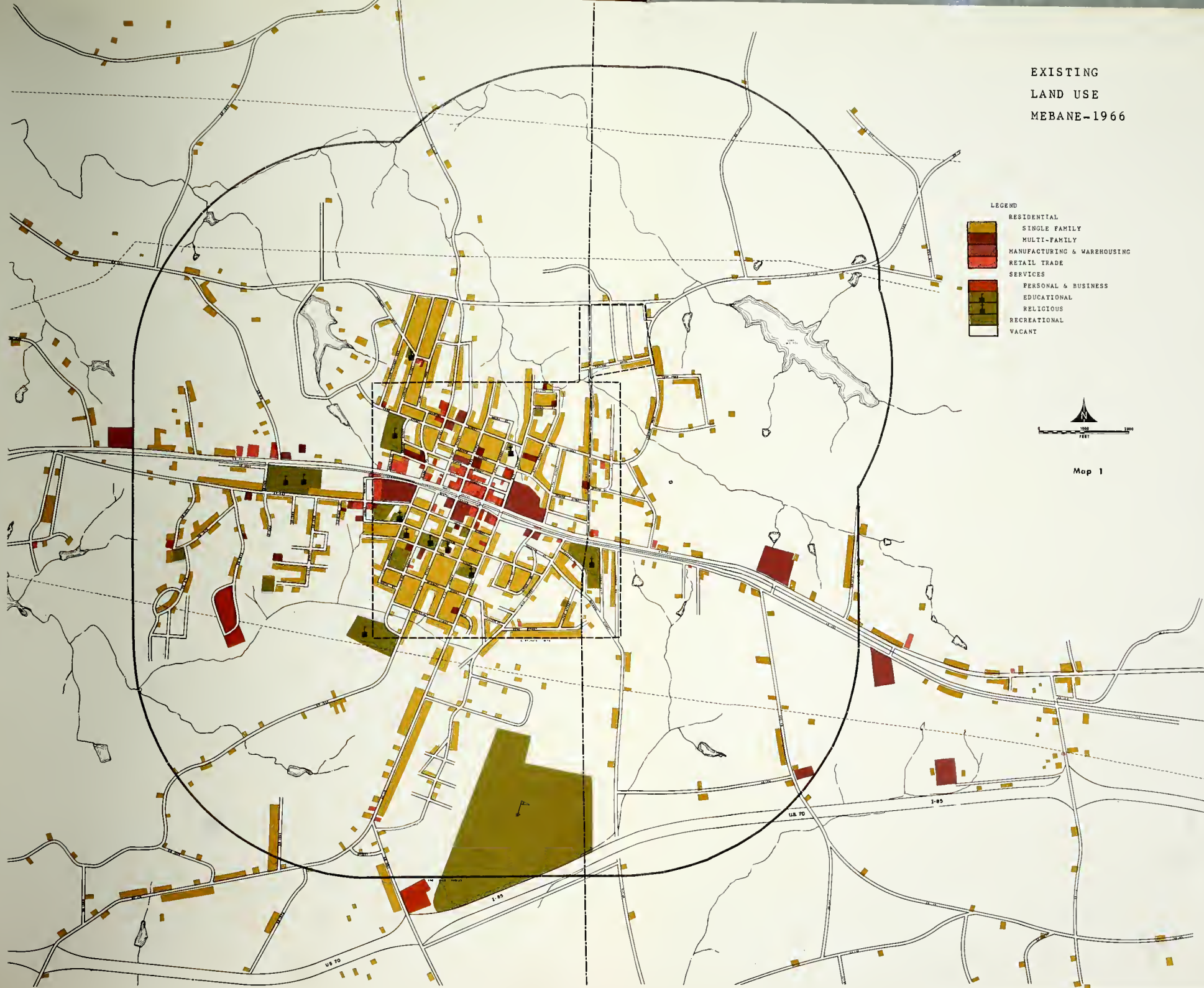
1. Survey, to uncover pertinent information about the Town of Mebane.
2. Analysis, to derive the meaning of the future from that which exists today.
3. Formulation, to specify goals which may be achieved in the future.
4. Demonstration, of how these goals can be realized.
5. Recommended action, to achieve these goals.

The planning area, as stated in previous reports¹, is the town's incorporated area plus the one-mile fringe area which may be controlled by Mebane through extraterritorial zoning. Moreso than in these preceding reports, it is here necessary to view the planning area with flexibility. The one-mile perimeter boundary is important only because it designates the area of zoning jurisdiction whereas Mebane's economic influence transcends the one-mile radius, especially to the east. Therefore, the Land Development Plan will cover more than Mebane's one-mile extraterritorial area. Furthermore, if additional area is annexed in the future, the one-mile radius of extraterritorial jurisdiction will change somewhat.

The planning period is a twenty-year period from the present to 1987. It is felt that this is a long enough span for most of the recommendations of this report to be carried out. However, the year 1987 is not a target date for a static occurrence but rather a date attached to make the plan more comprehensible and to put the aforementioned goals into perspective.

¹ Population and Economy, December, 1966; Community Facilities Plan and Public Improvements Program, July, 1967; Land Use Survey and Analysis, July, 1967; Division of Community Planning

EXISTING
LAND USE
MEBANE-1966



POPULATION

Based on information presented in the report entitled Population and Economy, Mebane, North Carolina, published in December, 1966, the following text gives some indication of the past population growth and what can be expected in the Mebane Planning Area in the next twenty years.

TABLE 1 PAST POPULATION GROWTH

	1910	1920	1930	1940	1950	1960
Mebane	693	1,351	1,568	2,060	2,068	2,364
Melville Twp.	1,943	2,711	3,141	3,937	4,785	5,855
Cheeks Twp.	1,762	2,049	2,219	2,235	3,021	3,656

Source: U. S. Bureau of Census

In determining the growth considerations upon which this Plan was to be based, an analysis was made of these past population trends and a future population projection was set forth. Using this projection as a guide, it is estimated that by the end of the twenty-year planning period, the area presently within the existing corporate limits of Mebane will have a population increase of over six-hundred persons.

There are four portions of Mebane's fringe area that are presently being considered by the Town Board for annexation. These areas have a total estimated population of 1,850 persons. The Town Board may decide upon annexation on an area-by-area basis. If all four areas are annexed by the end of the twenty-year planning period, Mebane would entertain a total population increase of approximately 2,500 persons.

Approximately 4,800 persons are currently living within the Mebane Planning Area. Assuming that the town will annex the areas under consideration by 1970, thus considerably enlarging the Planning Area, the estimated Planning Area

population should be approximately 6,000 -- possibly increasing to 8,000 by 1987. However, if Mebane does not annex any of its fringe area during the planning period, the present Planning Area will only have an estimated population of 6,000 by 1987.

ECONOMY

In general, the economy of Mebane, while somewhat limited in terms of diversification and specialization, has shown steady growth. It is anticipated that this growth trend will continue into the future, most probably at an increased rate due to the fortuitous location of Interstate 85. The new industrial park to the east of town gives promise of helping Mebane establish a more solid economic base.

Within Mebane, the largest industrial employers are the furniture and the textile industries. The apparel industry also accounts for many of the employees. The remainder of the employees work primarily in the lumber and feed industries. A large textile throwing plant is currently under construction just south of the town limits which, upon completion, will gradually expand its employment to about 225 persons.

LAND USE ANALYSIS

Numerous development mistakes were pointed out in the Land Use Survey and Analysis, Mebane, North Carolina. Those which are the most obvious and avoidable are discussed in the following paragraphs.

Several residential areas of the town and the one-mile fringe area contain incompatible land uses which degrade their respective neighborhoods. Many of these undesirable situations can be avoided in the future by updating, adopting and enforcing a zoning ordinance tailored to the Land Development Plan. Without

such an ordinance, the town will continue to be unable to guide development in an orderly manner.

Blight is evident in several parts of the community. One of these areas to the west of town contains numerous environmental deficiencies that render it both unhealthy and unattractive. Streets are narrow, unpaved, eroded and inadequate to safely handle traffic. In this area there are few community facilities, structures overcrowd the land, and dust, noise, smoke and fumes from encroaching elements are making it increasingly undesirable for residential use.

In other areas of town, several of the existing streets have dangerous intersections and improper alignment. There are also numerous cases of fragmentary streets that do not tie together. Pedestrian and vehicular traffic is congested around the schools and heavy traffic volumes on Highways 70 and 119 present safety hazards. From these factors, it can also be seen that there is an increasing need for better circulation in the community. A major thoroughfare plan will be presented in the latter stages of this report.

The area lacks greatly in recreational facilities. One of the numerous responsibilities of town governments is to acquire, develop, and maintain recreational land and water and to administer planned public recreational programs that will serve the needs of the community.

In summary, while there have been mistakes in the past, Mebane has some land development trends that are exceptionally encouraging. The newly acquired industries that are locating east of town and the recent approval by the local residents of water and sewer bond proposals are particularly encouraging.

LAND USE STANDARDS

TABLE 2 EXISTING LAND USE - MEBANE PLANNING AREA

Land Use	Town		Fringe Area		Planning Area	
	Per Cent		Per Cent		Per Cent	
	Acres	Developed	Acres	Developed	Acres	Developed
Residential	286.5	51.3	376.5	44.8	663.0	47.3
Manufacturing	37.5	6.7	7.3	1.0	44.8	3.2
Transportation	141.0	25.2	197.2	23.5	338.2	24.2
Trade	25.0	4.5	13.8	1.2	38.8	2.8
Services	59.5	10.7	30.0	3.7	89.5	6.4
Recreation	9.0	1.6	217.0	25.8	226.0	16.1
Undeveloped	193.5	--	4,296.2	--	4,489.7	
Total	752.0	100.0	5,138.0	100.0	5,890.0	100.0

Source: Division of Community Planning

LAND USE STANDARDS

Theoretically, any community can arrange its land uses ideally. Through reasonable composition of physical elements, the most desirable qualities of a community -- for living, working and trading -- can be attained. However, since no single composition is suitable for every kind of community, and since communities have a habit of evolving from one type to another, ideal arrangements are very difficult to achieve. Nevertheless, before any attempt is made to outline desirable development for the Town of Mebane, it will be appropriate to consider the most ideal standards for each of the major aspects of community life.

LOCATION STANDARDS

The following is a listing of general principles to be followed in determining location standards:

1. An effort must be made to attain a degree of compactness of development. New development should be encouraged in areas contiguous to existing development because of the added efficiency of providing municipal services -- that is, requiring the fewest additional treatment plants, pumping stations, and the least additional feet of water and sewer lines, and so forth.
2. The concept of functional units should be introduced into future development and encouraged by existing land use. Therefore, the Central Business District (inasmuch as possible) should be a single unit rather than a series of facilities strung out along public rights-of-way. The neighborhood unit concept should be used extensively in planning for residential areas so that identifiable areas, separated by topography, major thoroughfares or open spaces, will develop around a focal point such as a school recreational area, or business area.
3. Adjoining land uses should be compatible, and where uses might affect one another adversely, buffers (such as landscaping or planned planting) should be used to separate these uses as much as possible.
4. Design of development should be functional in that large traffic generating uses such as industry, retail trade, and multiple-family dwellings should be located adjacent to major thoroughfares, while single-family residential areas which generate less traffic should, as much as possible, be located away from the major traffic generating activities.
5. Unpleasant uses such as heavy industry, outdoor advertising signs, the town dump and sewage treatment plant should be located away from densely population areas and should be situated such that the prevailing winds will carry their smoke, noise, and odor away from the urbanized areas.
6. Places for living (residential communities and their accessory activities such as playgrounds, schools, etc.) should be as convenient as possible to all other activity areas. They should be convenient to regional recreational areas and should include small neighborhood recreational areas within themselves. Living areas should be varied in terms of type and density of development, thereby affording a range from rural-agricultural to apartment environments.

7. Places of work (those parts of the town devoted to manufacturing, trade and services) should be convenient to living areas and sited on major thoroughfares which afford easy access. They should be located near other work areas, especially when the types of work performed are related. Work area sites should provide all utilities and be located in a close proximity to regional transportation facilities.

Space Requirements

Generalized location of varying types of activity are desired according to the preceding principles and standards. Once the "where" of land allocation has been determined, the "how much" must be ascertained.

The first step in estimating space requirements involves a review of existing characteristics of development to determine where uses are cramped for space and where past location of uses has resulted in an inefficient use of land. As a general rule, commercial and industrial development becomes cramped for space as a town grows. It therefore "overuses" its land to the extent of pushing its related activities such as parking and loading onto public thoroughfares. Such a pattern of past development has resulted in a trend (on the part of trade and industry) toward spreading out in a low density industrial park or shopping center type of development.

On the other hand, residential areas are traditionally wasteful of land, with little used yards and vacant lots often preventing the development of large centralized neighborhood residential areas with ball parks and playgrounds.

From a study of past development trends, more "modern" space requirements were derived for each specific land use. These requirement standards were then applied to projected development demands which were derived from projected population and economic growth. Finally, the demand for space was balanced

against the supply of land. The supply which meets locational requirements has been categorized for each use. Unless land was extremely scarce, as in the case of "in-town" industrial areas, the projected space demands were matched with the most desirable and efficient land.

FUTURE LAND USE PROJECTIONS -- INCORPORATED AREA

The projection of future land use requirements is not an exact science but is an "educated guess" based on past trends. Land use requirements for the projected population gains are added to the present land use deficiencies, if any, and the net result is the acreage requirement by land use categories for the planning period.

The technique used to determine Mebane's future land use requirement was the "acres per hundred" method. Table 3 shows that about 112 acres of land to develop will be needed to accommodate the 500-person increase in population that is estimated for the present incorporated area between 1967 and 1987. This increase includes future acreage needs for all land use categories based on the minimum population increase projected. However, 220 acres have been programmed for future land use needs because there is a good possibility that the population increase will be much larger. This however, will depend upon the willingness of the town to annex.

There is barely enough vacant, buildable land within the present corporate limits to accommodate this growth at the same average densities which now prevail, and much of this land will be held off the market. It seems reasonable to assume that some additional acres (beyond the 1987 corporate limits, but within the mile perimeter which applies at this time) will come into

development by the end of the planning period. Therefore, the 220 acres programmed for the town's future development will be considered as prime (short-range) development areas. The clearance and re-use of blighted areas would, of course, affect these totals, but a measurement of this affect will not be attempted.

It is germane at this point to examine each category listed in Table 3 and give specific reasoning why the planned acreage for 1987 is higher than the acreage needed to accommodate the projected population increase by 1987.

TABLE 3 ACREAGE PROJECTIONS, MEBANE, NORTH CAROLINA

Land Use	Dev. Acres in Town	Acres per 100 Pop. at Present*	Adjusted Acres/100 Persons Factor	Addl. Acres Needed by 1977 240 Pop. Increase 1967-77	Addl. Acres Needed by 1987 260 Pop. Increase 1977-87	Total Additional Acres Needed by 1987
Residential	286.5	11.46	11.45	27.5	29.5	57.0 (100)
Manufactur- ing	37.5	1.50	1.50	3.5	4.0	7.5 (20)
Trans- portation	141.0	5.64	5.65	13.5	14.5	28.0 (40)
Trade	25.0	1.00	1.00	2.5	2.5	5.0 (20)
Services	7.0	.28	.30	1.0	1.0	2.0 (5)
Social & Cultural	61.5	2.46	2.45	6.0	6.5	12.5 (35)
Total	558.5	22.34	22.35	54.0	58.0	112.0 (220)

*Estimated 1967 population -- 2,500

Source: Division of Community Planning

Residential. Fifty-seven acres are needed to accommodate the projected population increase, but 100 acres have been programmed. It is felt that the programmed acreage is justified because of the large lot sizes that now prevail in the area, and that the population will increase at a greater rate than projected.

Manufacturing. Seven and one-half acres are needed to serve the expected population increase, but twenty acres have been planned for by 1987. Expansion of existing industries is imminent and the additional planned acreage is needed to accommodate this expected growth.

Transportation. Twenty-eight acres will be needed to accommodate the expected population increase, but 40 acres have been planned for this category. The construction of new streets programmed in the thoroughfare plan will utilize the planned acreage.

Trade and Services. These two categories, according to the population projections, will need only seven acres for expansion. However, twenty-five planned acres have been allotted. This additional acreage should be utilized for the addition of growth of neighborhood and general businesses, off-street parking spaces, and the expansion of existing businesses.

Social and Cultural. Approximately twelve acres are needed to serve the expected population increase, but twenty-five acres have been allocated for planned development by 1987. The land for construction of additional recreational facilities as recommended in the Community Facilities Plan is included in this category.

Considering all the aforementioned factors, it seems reasonable that 220 planned acres will be needed for future land use needs, or 108 more acres than the 112 acres based wholly on projected population increases.

FUTURE LAND USE PROJECTIONS -- FRINGE AREA

Table 4 shows that about 106 acres will be needed for the 1,200-person growth projected for the fringe area by 1987. However, 1,050 acres have been planned for the development of future land uses. It is realized that this is some 944 acres more than that shown as needed for the projected minimal population increase, but there are factors that can explain acreage. The low magnitude of the 600-person increase from 1967 to 1977 and from 1977 to 1987 can be explained by the assumption that Mebane will annex some of its more built-up fringe areas by 1970 and others by 1980, leaving a minimal net gain in population for the remaining fringe area.

TABLE 4 ACREAGE PROJECTIONS, FRINGE AREA

Land Use	Dev. Acres in Town	Acres per 100 Pop. at Present*	Adjusted Acres/100 Persons Factor	Addl. Acres Needed by 1977 <u>600 Pop.</u> Increase 1967-77	Addl. Acres Needed by 1987 <u>600 Pop.</u> Increase 1977-87	Total Additional Acres Needed by 1987
Residential	376.5	7.84	7.85	47	47	94 (500)
Manufacturing	7.3	.15	.15	1	1	2 (400)
Transportation	197.2	4.10	4.10	25	25	50 (50)
Trade	13.8	.28	.30	2	2	4 {25}
Services	12.0	.25	.25	2	2	4 {25}
Social & Cultural	235.0	4.89	4.90	29	29	58 (75)
Total	841.8	17.51	17.55	106	105	212 (1,050)

*Estimated 1967 Fringe Area Population -- 4,800

Source: Division of Community Planning

The following discussion of these factors by land use category explains why the planned acreage for 1987 is much higher than the acreage shown as needed to accommodate the projected population increase by 1987.

Residential. Five-hundred acres have been programmed for this category, but only 94 acres are indicated by the population projections. Extending municipal water and sewer lines into the fringe area will provide an impetus to growth. The majority of the new residential growth has taken place within the fringe area and in all probability this trend will continue.

Manufacturing. About two acres are needed to accommodate the projected population increase, but 400 acres have been programmed. This figure is high because of the intended development of the industrial park east of Mebane as well as the new textile plant under construction. Water is available to these sites and the majority of programmed acreage has good access. It is felt that new industries will continue to move into the fringe area and sufficient acreage has been allocated for this growth.

Transportation. The 50 acres needed to accommodate the population increase is considered adequate for the category. This acreage will be utilized by construction of new streets programmed in the thoroughfare plan.

Trades and Services. Twenty-five planned acres have been allotted for these two categories although only eight acres are indicated as sufficient by the population projections. New highway and general businesses are locating in the fringe area and it is felt that this trend will continue.

Social and Cultural. Seventy-five acres have been planned for this category, but only 58 acres are needed for the projected population increase. This category covers parks, playgrounds, playfields, schools, churches, cemeteries and other public places. Since the fringe area is lacking in the above, ample land needs to be allocated for the town's future development.

The land now developed includes areas of small residential lots, stores without parking, multi-story plants as opposed to single-story plants. The standard and style of development in the next twenty years will use a lot more land than the style

standard used to build the town that exists. All of the above factors show that land use projections cannot be based wholly on population but must include growth patterns, provision of utilities, contemplated and known expansions, and street construction.

Considering all factors, it seems reasonable to program 1,270 acres, or approximately 28 per cent of the total undeveloped acreage within the entire planning area, for development by 1987. The remaining portion of the planning area (3,220 acres) has been programmed for their best use, but will probably not develop until after 1987.



THE LAND DEVELOPMENT PLAN



THE LAND DEVELOPMENT PLAN

To encourage growth is probably the chief aim and goal of every community in North Carolina. To grow, as well as to correct past mistakes, is a continuing process of looking ahead at prospects, developing policies for remedial action, and then carrying those policies out.

Mebane needs sound planning just as its industries and businesses must plan for expansion and prosperity. Sound planning carried on by the Planning Board, Town Board of Commissioners and by the entire community helps make sure that: --

- land in adequate amounts and proper locations will be available for all private development needs;
- the value of investment in private and public development will be protected;
- ample rights-of-way will be protected for street and highway purposes; and
- sites for public facilities will be reserved or acquired at reasonable costs in advance of development.

The effectiveness of the plan depends directly on the degree to which the public understands the program and participates in it. The plan's effect also depends on the degree to which Mebane's local agencies of government recognize planning in their day-to-day decisions that are concerned with the use of the land.

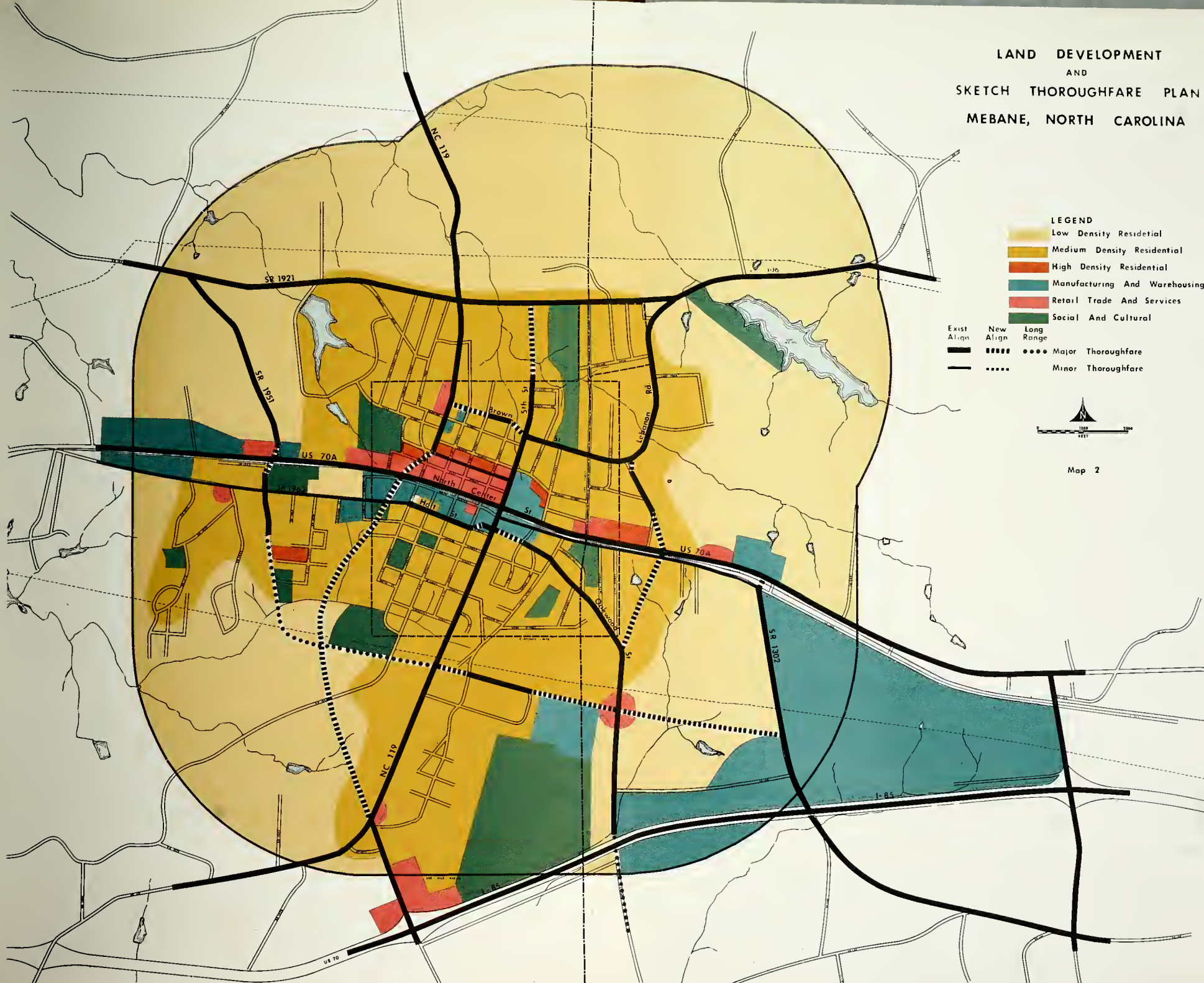
Mebane's Land Development Plan is illustrated (Map 2) on the following page. As a guide for growth, it is the framework for the future, more detailed planning, and related policy decisions. It is the guide for revising the zoning ordinance and for setting up the public improvements program. The Plan, which is a general plan, utilizes the following major land use classifications: Manufacturing and Warehousing, Residential, Retail Trade and Services, Social and Cultural.

This plan for the growth and development of the Mebane Planning Area represents many hours of study and evaluation on the part of the Planning Board. In designating areas for different types of development, the Board considered the physical characteristics of each area, the availability of town water and sewer services, access to transportation facilities, and the projected need for more space to be utilized by businesses and homes within the planning period.

It should become the policy of the Planning Board to occasionally review the Plan and recommend needed changes to the Town Board of Commissioners. This review, to be most effective, should occur just prior to the adoption of the town's capital improvements program and operating budget.

Manufacturing and wholesaling land was considered first because of its importance to the economy of Mebane. Land to be used for residential purposes was assigned next, then retail trade and services, and finally social and cultural activities. In each case, more land was allocated than is likely to be needed to allow for alternatives of choice and recognize the fact that some land in each classification may not be suitable for development or perhaps not readily available for development.

LAND DEVELOPMENT AND SKETCH THOROUGHFARE PLAN MEBANE, NORTH CAROLINA



MANUFACTURING AND WAREHOUSING LAND USES

The proposed plan has provided for more land that will actually be used by manufacturing and warehousing land uses during the twenty-year planning period. However, it was necessary to allocate additional land so that industry might have a choice of desirable sites.

Delineating land for manufacturing use has been approached by respecting existing industries' needs for the future and by providing land for new industry. Therefore, expanded sites have been shown along with proposed new sites.

The two large and two smaller areas of land have been designated for industrial use. They are considerably different in character and it is anticipated that they will serve different types of industry.

The first of these is essentially the area (48 acres in size) within the corporate limits of Mebane which is presently industrial. This is the area that lies between the Southern Railroad tracks and Holt Street and that is bordered by South Fifth Street, west to Madison Street. In addition, the large block on U.S. 70A between North Fifth Street and Seventh Street, which now houses the White Furniture Company and the Southerland Dyeing and Finishing Mills, will remain industrial.

It is anticipated that, for the sake of land use compatibility and to afford room for additional expansion, these areas will become solely devoted to manufacturing and related processes and services. The Mebane Thoroughfare Plan, which will be discussed later, will allow for easier and faster ingress and egress from the area.

This area is comparatively compact and is in the center of the urban area; it is in close proximity to the commercial and residential areas of the town. For this reason the area is best suited for intensive manufacturing purposes. The majority of the workers for these industries reside in Greater Mebane. However, the industry presently within this area is cramped for space. Not only are many of the establishments themselves too small, but storage facilities are inadequate and much of the related parking and loading activity has been pushed on to the bordering public streets. Therefore, if some of the existing industry located there moves out of the district, it is anticipated that the space they leave behind will be utilized by the remaining industries for expansion, storage, loading and parking.

The second large manufacturing site (387 acres) is to the east of Mebane in Orange County between the Southern Railroad and Interstate 85. These two transportation routes are somewhat parallel and range from approximately one-quarter of a mile to three-quarters of a mile apart. This wedge of land is partly within the one-mile radius of Mebane and has already been largely dedicated for industrial purposes through the efforts of the Mebane Industrial Expansion Commission. A recent bond election was passed to serve the area with water and sewerage by a joint Mebane-Orange County effort. Electricity in this area is served by the Duke Power Company.

This area is an ideal location for manufacturing uses for several reasons. It is large enough to accommodate a significant number of large plants with generous sites. It is also far enough from the urbanized area so as not to conflict with other land uses, but it is close enough to be within easy commuting time for workers from all parts of Mebane. Perhaps more important is its location with respect to transportation. The area

lies directly on the Southern Railroad and near Interstate 85. It is, therefore, a competitive industrial location. Trucks and other motor vehicles can gain access to the area from Interstate 85 at the Buckhorn Road Interchange, thus avoiding traffic generation through urbanized Mebane. At present the design and construction of Buckhorn Road is for vehicles of low tonnage, but it is expected that this entrance to the park from Interstate 85 will be upgraded to bear all heavy traffic in conjunction with the implementation of the Mebane Thoroughfare Plan.

A third area for manufacturing development has been proposed in the western section of the Planning Area along U.S. 70A. This area of 35 acres was selected because the land is level along with the fact that rail and highway accessibility are excellent. An industry presently exists at this site. A portion of this site is occupied by dilapidated housing that is beyond economical repair.

Finally, a site adjacent to the northern boundary of the Arrowhead Golf Club has been selected for the purpose of manufacturing textiles. With the adoption and implementation of the proposed Mebane Thoroughfare Plan, this area would be provided with excellent vehicular ingress and egress.

In summary, it should be noted that more space for manufacturing and warehousing development is proposed than seems to be reasonable. However, existing industries will probably expand and new industries will come to Mebane. There is no accurate way of telling how many new industries may come and how much space they will need.

RESIDENTIAL LAND USES

The Land Development Plan illustrates anticipated residential growth during the planning period. In locating and delineating residential areas a number of factors were considered. The suitability of land for septic tanks was examined. Accessibility was given prime consideration, as well as the availability of town water and sewer. A primary intent is to tie small scattered pockets of development together and provide a guide for future growth.

Most of Mebane's residential growth is concentrated within the existing corporate limits with the exception of the Crumpler and Forest Lake Subdivisions and the West End Area. Residential development also appears along Highway 119 at the southern entrance to town. From all physical indications, these areas are reaching their saturation point, thus limiting them from continued residential development. It was, therefore, necessary to propose additional sites for residential development.

The Land Development Plan (Map 2) proposes four general classes or types of housing for the Mebane of 1987. Those types are: Low-Density, Medium-Density, High-Density, and Mobile Home Parks.

Low-Density

This type of residential development is located in the one-mile fringe area and is not served by municipal water and sewerage. Residential development in this type is usually single-family, detached. The minimum lot size should be 20,000 square feet (approximately one-half acre). The N. C. State Health Department recommends lots of this size when private wells and septic tanks are utilized on the same lot.

Medium-Density

The medium-density areas are located in and immediately adjacent to the city limits. Some of these areas are not served by water and sewer, but these facilities are in close proximity and could be extended without extreme expense. This type of residential area should have a density of three to five dwelling units per acre and lot sizes should range from 8,000 to 15,000 square feet. These areas contain the majority of the new housing construction in Mebane and prime areas for future residential growth are also contained herein. These areas will accommodate single-family detached dwellings.

High-Density

These types of residential areas are usually located in close proximity to the downtown area where they will probably develop with a density of 10 to 15 families per acre. Single-family dwellings, duplexes, and apartment houses can be expected to develop in this area. The minimum size lot for single-family dwellings should be 6,000 square feet. Lots for duplexes and multi-family dwellings would require additional square footage according to a sliding scale. The development pattern in this area will probably not be in the nature of subdivisions because there is little vacant land available. The majority of new construction will probably take place on individual existing lots.

The areas for multi-family dwellings are in the center of the town surrounding the Central Business District. They are proposed for areas which are presently occupied by deteriorating homes or homes which are anticipated to deteriorate within the planning period. Multiple-family housing development is also allocated in the generally deteriorated and dilapidated area to the west of town between the town limits and West End School.

There are several reasons to locate multi-family dwellings around the central area. First, the character of multiple-family housing suggests that it be near places of work and trade and that it be sited close to major thoroughfares. Second, multi-family housing can often be utilized to buffer one area from another. Finally, it is hoped that by allocating presently deteriorated or deteriorating areas the developer will find it profitable to privately rebuild these areas at a higher density, thus revitalizing them.

Mobile Home Parks

Mobile homes should be welcomed in the Mebane community when located in spacious parks specifically designed for their accommodation. The modern mobile home is attractive and is an efficient user of space. Specifically designed parks are expected to enhance the quality of the mobile homesite while protecting the rest of the residences from inharmonious mobile home infringements in permanent dwelling areas.

Mobile home parks in Mebane should have an average density of eight dwelling units per acre. Approximately 100 feet of recreational space per dwelling unit should be provided by the park owner. The parks should also be located in areas provided with municipal water and sewerage.

Mobile homes have been assigned to areas that are presently in use as mobile home parks. A ten-acre site is on the eastern town limits just off U.S. 70A. The area is already serviced by municipal water. This is a desirable area for mobile homes because it is large enough to allow for adequate lot sizes. It could be adequately buffered from surrounding areas with skillful planting. In addition, the area is directly off U.S. 70A which is oriented toward the proposed industrial area. Another

area, off Giles Street, in the West End Section, is also currently being used as a mobile home park. Municipal water lines are approximately 500 feet from the area on SR 1970 (Giles Street). Access to the area can easily be gained by U.S. 70A and Holt Street Extension.

Summary

The vast majority of present housing in Mebane is single-family and in general it is adequately located in terms of density of dwellings per acre. Single-family housing is, however, the most expensive and land-consuming type of development. As land becomes more scarce and more expensive, multi-family dwellings become more attractive to the consumer. Although land itself is not yet scarce around Mebane, it is becoming more expensive and new building activity is being pushed out of the present corporate limits where municipal services are not available. There is a shortage of multi-family housing throughout the State (especially in towns of Mebane's size), coupled with a rising demand for it, especially among young adults and older persons. Therefore, while retaining single-family housing as the predominant type, the distribution of the projected housing needs includes an increased percentage of multiple-family dwellings.

The areas shown as residential on the Land Development Plan Map are an overestimation of the planning area's development potential during the planning period. This excess has been shown so as to permit a choice of suitable sites. However, the areas shown will most likely constitute the major housing developments which will be occurring within the next fifteen to twenty years.

RETAIL TRADE AND SERVICES

The proposed retail trade and services area of Mebane does not differ greatly from the present Central Business District. The problem of at-grade crossings of the Southern Railroad makes it a continuing necessity to concentrate the area entirely on one side of the tracks. Future growth of the present business district is therefore unlikely to grow to the south. Expansion to either the east or west is also fairly well blocked by the White Furniture Company to the east and the E. M. Yoder School to the west. Both of these facilities are likely to remain in their present locations for some time.

Therefore, what growth is proposed in the central area takes two forms. First, the proposed Central Business District should be extended somewhat to the north of the area presently dedicated to such uses. Secondly, full utilization of the present area is proposed whereby: 1) the stores now vacant should be rebuilt or renovated and subsequently occupied because of their desirable location, and 2) blocks now only partially in retail or office use should be fully given over to such uses.

As was noted in both the Population and Economy and the Land Use Survey and Analysis, much of the present Central Business District is deteriorated. This is probably the cause of Mebane's limited retail trade area because present inadequacies prompt local citizens to shop in neighboring cities. The Central Business District should be revitalized so that Mebane will realize its retail potential. While Mebane will in any case be overshadowed by the cities of the Piedmont Crescent, it should at the very least attract a large percentage of the buying power of those who live and work there. In other words, it should keep much of its own money in the area rather than lose it to other central business districts and retail trade areas.

Some thought should be given to future parking. While on-street parking is adequate at present, it may not remain so. The ease with which a shopper is able to park his car in large part determines his interest in shopping in the downtown area. It would be advisable, therefore, for owners of commercial sites to dedicate part of the land area to off-street parking.

An updated zoning ordinance for the Town of Mebane is needed to insure that sufficient off-street parking, adequate setbacks and side yards, off-street loading and unloading facilities, and adequate landscaping and buffering are provided.

Personal and business facilities are expected to intermingle with retail activities as they do at present. Several of the service use structures which now occupy the Central Business District are in need of renovation and rebuilding to the same extent as those which house retailers. Such services will in all likelihood expand at a comparable rate with retail expansion.

Small areas of land in several parts of town, as shown on the Land Development Plan Map, have been suggested as commercial sites. Such areas are nodes of residential development and are on major thoroughfares as well. It is expected that as residential growth occurs demand will grow for nearby areas of neighborhood shopping. It is envisioned that such facilities would accommodate convenience shopping services such as small food stores, service stations, laundromats or drug stores -- all facilities which would exist in close proximity to those they serve.

It should be noted that these shopping center proposals are secondary to the Central Business District proposal and should remain so. The Central Business District should always be the predominant commercial center of activity. The Central Business District proposal is also more immediate -- the demand

for more and better facilities exists now. The shopping center facilities, on the other hand, should be viewed as long-range proposals -- to be acted upon only when sufficient demand builds up.

General Business sites are also proposed. General (or highway) businesses are those that tend to locate along major thoroughfares and are automobile-oriented. The components of these areas will be freestanding buildings. Examples of this type of business are service stations, motels, drive-in restaurants, bowling alleys, and so forth. The Development Plan delineates general business areas along U.S. 70A to the east and west of town, N.C. 119 north, and on the Mebane-Oaks Road at the Interstate 85 intersection.

SOCIAL AND CULTURAL

This section of the report outlines a few broad considerations. The Community Facilities Plan discussed in detail the principles and standards to be considered in planning for various facilities such as the library, schools, parks and playgrounds.

Mebane has a growing need for recreational space of all types. Community parks should be located in the four quadrants of the town in addition to the further development of the Lake Michael area.

Existing social and cultural uses (excluding religious and educational activities) are quite minute in the Mebane area. Recreational facilities are inadequate for the number of people residing in and around the community. The standards set forth by the National Recreation Association suggest approximately

ten acres of recreation space of all types (playgrounds, playfields, etc.) per one-thousand people. Mebane falls below this standard considerably. There are less than ten acres of public land in Mebane -- which consists of a ball park, a picnic area-park (off Holt Street) and a private swimming area for members only. In the fringe area, recreational areas consist of a quasi-public golf course, one developed acre at Lake Michael and a ball park.

It is recommended that land adjacent to the existing school playgrounds be municipally purchased for an expansion of recreational and play area. School facilities could be jointly used with the Mebane Recreation Program.

Other areas recommended as sites for recreational facilities are: (1) near the Alamance-Orange County line north of Brown Street in the northeastern quadrant of town; (2) between 8th and Lane Streets in the southeastern quadrant; (3) enlarge and develop existing ball park area in the southwestern quadrant; (4) adjacent to E. M. Yoder School playground in the northwestern quadrant; and (5) in the fringe, especially in the West End area and at Lake Michael.

There is a growing need for an elementary school in the eastern portion of the Mebane area. At present all schools are located on the western side of town presenting a greater distance for students to travel than is normally desired. It is recommended that a site in the eastern portion of Mebane be purchased in the near future for later development as an educational facility. Two recommended sites are the general areas near:

1. The Alamance County side of 9th Street and north of Brown Street; and
2. The area east of 8th Street but south of Oakwood Street.

The following should be considered when locating social and cultural uses:

1. Convenience and accessibility from residential areas via the street network.
2. Acquisition of new property in advance of actual need.
3. Adequate room for expansion; and
4. Location as near to the center of the population as possible.



THE THOROUGHFARE PLAN



THE THOROUGHFARE PLAN

During the past year the Advance Planning Department of the North Carolina State Highway Commission and the Division of Community Planning have cooperatively prepared a thoroughfare plan for the Mebane Planning Area. The plan is currently being considered for adoption by the municipality.

The system of major thoroughfares form the basic framework of the Mebane street system. Each type of street is designed to serve a specific purpose and the design requirements will vary according to the function of the street, the anticipated roadside development, desired vehicle operating speeds, the average daily traffic volumes. Based upon the principal function of the thoroughfares, the idealized thoroughfare system has been broken down into these four elements:

Radial Streets. These thoroughfares function to carry traffic to and from outlying areas and the town, focusing on the center. This is a major traffic movement and the economic strength of the Central Business District depends heavily upon this type of thoroughfare. Fifth and Holt Streets are examples of radial streets.

Cross-Town Systems. The cross-town streets carry traffic along the border of the Central Business District as it moves along radials from origins beyond the Central Business District on one side to destinations beyond it on another. This system also forms a loop around the Central Business District and allows traffic to circle and enter parking areas at points convenient for shopping. The cross-town system, which is also the Central Business District loop, relieves the streets in the Central Business District of unnecessary traffic. Hence, the shopping area streets are reserved for loading and discharging passengers and goods or pedestrian promenades.

Bypass. A bypass is designed to carry traffic through or by an urban area, thereby providing relief to the town street system by removing from it traffic which has no desire to be in town. Sometimes a low traffic volume bypass can be designed to function as a part of the loop system. The general affect of a bypass is to expedite the movement of through traffic and to improve traffic conditions within the municipality. The freeing of local streets for use by shopping and home-to-work traffic tends to increase the economic vitality of the local area.

Loop System. This system is planned to carry traffic between suburban areas of Mebane without its having to go through the center of town. Although a loop may completely encircle the community, a typical trip will be from an origin starting near a radial thoroughfare, utilizing only a section of the loop, and terminating near another radial thoroughfare; for instance, a trip from home to an outlying industrial area. The loop thoroughfare does not necessarily carry heavy traffic volumes, but its function is to relieve congestion in the center of town and reduce travel time. A section of the loop system may serve as a low traffic volume bypass.

A modified loop system has been proposed in Mebane's Thoroughfare Plan. On the southern side of town it starts at NC 119 by making Cedar Lane a through street. This will also afford vehicular ingress and egress to the new industrial site. The loop will connect to Oakwood Street and then run northward. An at-grade crossing of the Southern Railroad tracks and US 70A is proposed near the mobile home park, at which it will then connect to Lebanon Road and therefore connecting to SR 1921. SR 1921 will have to be paved and widened to adequately serve as the northern boundary of the loop. The loop then runs in a westerly direction where it connects to SR 1951 and therefore swings south again crossing the railroad at US 70A. From there, a new thoroughfare is proposed to run south until it connects to NC 119 at Cedar Lane. This completes the outer loop.

TRAFFIC VOLUME ON
STATE MAINTAINED
ROADS
MEBANE-1966



SOURCE:
N.C. HIGHWAY DEPARTMENT



Map 3



The thoroughfare plan of Mebane is concerned with two principal problems: the designation of existing streets to form the framework of an idealized plan; and, the designation of alignments for new streets to complement that system. The latter will mainly concern the development of a loop system and a low volume bypass for NC 119.

The preliminary major thoroughfare plan for Mebane as shown on the Land Development Plan Map has all the basic elements of the idealized thoroughfare plan that are discussed above. Certain modifications have been made to fit the particular needs and conditions found in Mebane. Where this plan sets forth a system of streets which should serve the traffic needs in Mebane, it should be noted that only an initial investigation has been made. Therefore, much additional work will have to be done in order to fully determine the proper street locations, street design standards, and priorities for construction. The standards necessary for the proposed thoroughfares will depend upon the findings of studies made to determine the traffic volumes to be expected between the probable origins and destinations in Mebane as they develop in the future.

The proposed thoroughfare plan for the Mebane area is based on the premise that different streets should exist for different purposes. Traffic which goes through but not to the Planning Area has been routed on Interstate 85 which bypasses Mebane to the south and a proposed loop system which will someday encircle the town.

As Mebane grows there will be an increasing need for a loop around the Central Business District. A proposed CBD loop, as shown on Map 2, utilizes three existing streets: Ruffin to the north, Fifth Street to the east, and Holt to the south. The western border of the CBD loop will consist of a realigned N.C. Highway 119. An at-grade crossing is proposed at the Southern

Railroad line. It will be necessary to do some "block-busting" due to the fact that the topography of this area places severe limitations as to where an at-grade crossing of the tracks can be made.

On the most part, the movement of traffic to and through Mebane is to be handled by a series of thoroughfares already existing in some form and which are scheduled for considerable upgrading.

Fifth Street will remain a predominant north-south street for local traffic and will be both upgraded and extended north until it joins SR 1921, therefore providing access to the northern loop system.

U.S. 70A will continue to be the major east-west route for local traffic. However, several thoroughfares are proposed to reroute much of the traffic generated by the large industrial area southeast of Mebane.

The following streets should be upgraded, widened and paved or improved: Brown Street, Holt Street, Oakwood Street, Eighth Street, SR 1973, SR 1970, Webb Street and Lane Street. The number of people living in these areas and the daily traffic volumes warrant such action.

The circulation pattern presented in this report represents a preliminary study which has been oriented toward fulfilling the needs of coordinating a Land Development Plan with a functional circulation pattern.

IMPLEMENTATION OF THE PLAN

IMPLEMENTATION OF THE PLAN

Mebane's Land Development Plan will be meaningful to the degree to which it is put into effect -- that is, the degree to which it is recognized in the day-to-day decisions that will mold the future of the community. The Plan is a long-range document looking ahead to 1987. A Plan like this obviously cannot be carried out all at once, but must be accomplished over a long period through many small steps. Each recommendation of the Planning Board to the Town Board of Commissioners should be respected. The day-to-day actions of the Board of Commissioners, other local agencies of governments, and private developers can help build the town on the basis of the Plan.

To be effective, the Plan must be supported by both private and public actions. Land developers, land owners and real estate agents must be cognizant of the regulatory measures such as zoning and subdivision regulations which set the broad limits within which development can occur and then improve upon these minimum standards. Private reaction to site choices for industry, schools, parks, and other land uses must be voiced to have a successful implementation of the Land Development Plan. Public actions by which the plan can be carried out -- besides zoning and subdivision regulations -- are long-range financial programming and referral to the Planning Board of proposals affecting the physical development of the community.

ZONING

The zoning ordinance is the principal means by which the land use plan is carried out. In the past, zoning has often been instituted before there was a plan. It is now recognized that zoning is a tool for carrying out a plan and that zoning, not based on a plan, is not valid. The Land Development Plan outlines land use objectives to be attained over a substantial period of time. It indicates uses expected to be desirable in the future for Mebane and for the area one-mile beyond the town limits. Zoning, on the other hand, establishes land use controls which are based on the plan but which reflect current conditions. Mebane's existing zoning ordinance is currently being updated.

SUBDIVISION REGULATIONS

Subdivision regulations may be used by the Planning Board as a guide for subdivision development. They are enforced by withholding the privilege of public recordation of plats that do not meet the established requirements. These regulations set standards for the arrangement and width of streets, the depth and width of lots, setbacks, easements, water and sewerage systems, and street improvements. The proposed subdivision regulations for Mebane (to be presented to the Town Board in January, 1968) when adopted, should be strictly enforced.

LONG-RANGE FINANCIAL PROGRAMMING

A long-range financial program is a document prepared each year listing permanent improvements that should be accomplished during a period of years, what the improvements will cost, where the money will come from, and the relationship of these improvements to the town's overall financial picture.

Programming of permanent improvements is important for many reasons --

- it helps to put first things first and make sure funds are available when they are needed;
- it helps carry out the plan by providing for improvements in various areas of town and the fringe area;
- it helps avoid conflicts among programs and projects by focusing attention on all needed improvements at one time, instead of piecemeal;
- it helps make sure that necessary time is allowed for land acquisition and plan preparation;
- it helps the public to see the whole financial picture, making it easier to understand why locally-desired improvements cannot always be provided as quickly as their proponents wish;
- it helps the Board of Commissioners and other public bodies to maintain an overall view of capital improvement needs.

REVIEW BY THE PLANNING BOARD

One of the most effective ways of implementing the Land Development Plan is to require Planning Board review of all proposals that will affect the physical growth of the community. For example, before the Board of Commissioners opens, widens, or vacates a street, such proposal should be referred to the Planning Board for review and report. Similarly, proposals by Alamance and Orange Counties (in the one-mile extraterritorial jurisdiction of Mebane) should be referred to the Planning Board. This review will help make sure that public improvements are in accord with the Land Development Plan and the long-range financial program.



CONCLUSIONS



CONCLUSIONS

The fruits of planning efforts exercised in the Mebane area will rest not so much in the techniques and controls devised as in the people and the spirit with which they listen -- and answer. This plan is a framework within which decisions may be made regarding future development. It is not an absolute nor a set of directions for easy solutions.

What spirit of imagination is evident in the existing development of the Mebane Area? Is there anything at all extraordinary or is it simply land, buildings and people? What incentives to distinction are being reflected in Mebane's physical design? Are there several items in which the town takes pride? Are the citizens and leaders of Mebane willing to establish something people will have to pay for rather than having only that which pays for itself? Whatever the case, planning progress will depend upon the imagination and responsibility of the Mebane area residents.

